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A Bibliography on Local Government in British Columbia

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Preface

One of the difficulties, or at least inconveniences, of studying local government in Canada is the scattered state of the literature and the limited number of reference sources. This bibliography is intended to bring together works relating to local government in B.C.

The bibliography is selective, rather than comprehensive, and the focus is on academic books and articles rather than on popular works, though a few of the latter have been included when they are either cited in the academic literature or provide coverage of a topic not otherwise available. Major government documents, chiefly ones put out by the provincial government, are included, but this bibliography does not attempt a complete listing of every government document ever put out relating to local government in B.C. Some theses and dissertations have been included, but the listing is not definitive. In general, the focus is on policy-oriented materials rather than such things as technical engineering studies. In addition, the focus is on material of broad and lasting interest; articles about community planning, rather than lists of individual city plans, for example. Finally, the emphasis is on published materials, rather than such things as unpublished consultants' reports, mimeographed conference speeches and the like. Archival materials are not included.

The basic format of most sections is to discuss some of the main themes in the general Canadian literature, list a few of the major Canadian sources, and then list sources which focus on B.C., or specific cities in B.C. However, the format varies, depending on the amount and type of material available. The general Canadian sources are usually overviews, or "key" articles, or basic textbooks or works which provide a theoretical perspective. They are included to give the reader a place to start with the general literature, and to help put the B.C. literature into perspective. They are not designed to be a comprehensive guide to the literature. Works which include a limited amount of information on B.C., but are not primarily about B.C., are included in the general sections with the B.C. content noted.

In terms of the time period covered, important government documents, such as royal commissions, have been included, whatever their date. Other sources were searched back as far as 1945 (if they went that far back), but in practice, most of the academic literature dates from the 1960s to the present time.

The title of this bibliography refers to "local government" because it encompasses more than municipal government, but it is beyond the scope of this bibliography to give complete coverage of education or health policies, even though school boards and hospital boards are forms of local government.

I would like to thank the following people for reading over sections of the manuscript and making suggestions about the commentaries and sources:

Robert L. Bish, William T. Lane, Patricia Marchak, Patricia Roy, John Schofield, Patrick J. Smith, Paul Tennant, and Brahm Wiesman. In addition, I would like to thank the following people who took time to talk to me (or to write to me) variously about their work, about themes and the issues in the literature, and about useful sources; and on the occasion, gave me copies of materials:

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Diane Crossley
December, 1988

1 LOCAL GOVERNMENT IN CANADA

The detailed study of local government in Canada is a relatively new field. Despite some important earlier works, the bulk of the literature has been written since the 1960s. Other characteristics of the literature are the following: much of it is focused on Ontario; a substantial portion of it is fairly descriptive in character; and there is a strong historical component to many analyses. There is also a strong focus on urban government, with less attention to the needs of small towns and rural areas.

Themes found in the literature include: the extent to which local governments are "creatures of the provinces" and how this limits their scope for action; the longstanding complaints of local governments that they have inadequate financing; the need for coordination between levels of government; the historical evolution of local government structures; the need for better internal management techniques; arguments for, and more rarely against, the introduction of party politics into the local government arena; and the question of "who holds power at the local level?" More generally, an underlying theme is "what is the purpose of local government?" The answer usually centres on the need to balance the "service" or "administrative" or "efficiency" dimension of local government against the "access" or "representation" or "responsiveness" dimension.

There are three main analytical approaches to the study of local government. They go by various names, but first there is mainstream, institutional analysis, often focusing on questions about public administration. Its traditional concerns include enhancing the capacity of local governments - by consolidating them into larger units, increasing financial and technical resources, and improving communications with the public - and ensuring more effective coordination of their activities. Critics from the left have taken quite a different approach. They have tried to show what interests governments have served, focusing especially on the way that planning and services provided by local governments have benefitted property owners. Often, this approach leads to arguments for a redirection of the public policy to help those whose needs have been neglected in the past. Public choice theory is the third approach. It also stresses the link between economic concerns and political ones, but in a different way. It adopts a more pluralistic conception of the number of groups which have an influence on government, and draws parallels between people's behaviour in the public and private sectors. In terms of public administration analysis, public choice theory argues that different services have different economies of scale, and that separate bodies which coordinate their services can be just as efficient, if not more so, than large, unitary hierarchies. It also argues that competition increases efficiency, and that in many cases it is better for a municipality to contract out services - either through joint arrangements or directly to other communities, or to the private sector - than to provide every service itself.

One thing that the reader should be cautious about is assuming that the American literature is applicable to Canada. As comparative studies have shown, the powers of American local governments are significantly different from those of Canadian local governments. Social and economic differences in the two countries also mean that the problems of Canadian city-dwellers are not entirely the same as those faced by Americans. However, there are also similarities, in such things as service delivery concerns.

One final theme which is common in the literature is the need for more empirical studies, and especially more comparative studies. There is much still unknown about the workings of local government in Canada.

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Brittain, Horace L. *Local Government in Canada*. Toronto: Ryerson, 1951.

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Crawford, K. G. *Canadian Municipal Government.* Toronto: University of Toronto Press, 1954.

Federation of Canadian Municipalities. *50 Years Making History.* Ottawa: FCM, 1987. This publication replaces the May-June 1987 issue of *FORUM*. Cover title begins *1937 FCM 1987.*

Feldman, Lionel D., ed. *Politics and Government of Urban Canada: Selected Readings.* 4th ed. Toronto: Methuen, 1981.

Higgins, Donald, J. H. *Local and Urban Politics in Canada.* Toronto: Gage, 1986.

Kaplan, Harold. *Reform, Planning, and City Politics: Montreal, Winnipeg, Toronto.* Toronto: University of Toronto Press, 1982.

Kernaghan, Kenneth and David Siegel. *Public Administration in Canada: A Text.* Chapter 11, "Structures and Politics of Local Government Administration," 587-612. Toronto: Metheun, 1987.

Leo, Christopher. *Strong Government, Weak Government: Classifying Municipal Structural Change.* Research and Working Paper no. 23. Winnipeg: Institute of Urban Studies, University of Winnipeg, 1986. Includes useful comments on different theoretical approaches to the study of local government in Canada.

Lithwick, N. H. *Urban Canada: Problems and Prospects.* Ottawa: Central Mortgage and Housing Corporation, 1970.

Lorimer, James. *A Citizen's Guide to City Politics.* Toronto: James Lewis and Samuel, 1972.

Magnusson, Warren. "The Local State in Canada: Theoretical Perspectives." *Canadian Public Administration* 28 (Winter 1985): 575-99.

Magnusson, Warren. "Political Science, Political Economy, and the Local State." *Urban History Review* 14 (June 1985): 47-53.

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Oberlander, H. Peter, ed., assisted by **Hilda Symonds.** *Canada: An Urban Agenda.* Ottawa: The Community Planning Press and ASPO Press, 1976.

Plunkett, Thomas J. *Urban Canada and Its Government: A Study of Municipal Urganization.* Toronto: Macmillan, 1968.

Plunkett, T. J. and **Katherine Graham.** "Whither Municipal Government?" *Canadian Public Administration* 25 (Winter 1982): 603-618.

Sabetti, Filippo. "Reflections on Canadian Urban Governance Research." *Comparative Urban Research* 8, no. 2 (1981): 87-112.

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B. Intergovernmental Relations

In addition to **Higgins** (above), see:

Cameron, David M. "Provincial Responsibilities for Municipal Government." *Canadian Public Administration* 23 (Summer 1980): 222-235.

Canadian Federation of Mayors and Municipalities. *Puppets on a Shoestring: The Effects on Municipal Government of Canada's System of Public Finance.* Ottawa, 1976.

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Federation of Canadian Municipalities. Resource Task Force on Constitutional Reform. *Municipal Government in a New Canadian Federal System.* Ottawa, 1980.

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Feldman, Lionel D. and **Graham, Katherine A.** *Bargaining for Cities; Municipalities and Intergovernmental Relations, An Assessment.* Montreal: Institute for Research on Public Policy, 1979.

Kitchen, Harry M. and **Melville L. McMillan.** "Local Government in Canadian Federalism." *In Intergovernmental Relations,* **Richard Simeon,** research co-ordinator, 215-261. The Collected Research Studies; The Royal Commission on the Economic Union and Development Prospects for Canada, no. 63. Toronto: University of Toronto Press, 1985.

Oberlander, H. Peter and **Arthur L. Fallick,** eds. *The Ministry of State for Urban Affairs: A Courageous Experiment in Public Administration.* Vancouver: Centre for Human Settlements, Faculty of Graduate Studies, University of British Columbia, 1987.

O'Brien, Allan. "The Ministry of State for Urban Affairs: A Municipal Perspective." *The Canadian Journal of Regional Science* 5 (Spring 1982): 83-94.

Richmond, Dale E. "Some Common Issues in Provincial-Municipal Transfer Systems." *Canadian Public Administration* 23 (Summer 1980): 252-68.

Siegel, David. "Provincial-Municipal Relations in Canada: An Overview." *Canadian Public Administration* 23 (Summer 1980): 281-317.

C. International Comparisons

Frisken, Frances. "Canadian Cities and the American Example: A Prologue to Urban Policy Analysis." *Canadian Public Administration* 29 (Fall 1986): 345-376.

Goldberg, Michael A. and **John Mercer.** *The Myth of the North American City: Continentalism Challenged.* Vancouver: University of British Columbia Press, 1986.

Gunlicks, Arthur B., ed. *Local Government Reform and Reorganization: An International Perspective.* See especially **Lionel D. Feldman** and **Katherine A. Graham,** "Local Government Reform in Canada," 151-168. Port Washington, N.Y.: Kennikat Press, 1981.

Sancton, Andrew. "Conclusion: Canadian City Politics in Comparative Perspective," in **Magnusson** and **Sancton** (above), pages 291-317.

2 British Columbia Local Government: General

Perhaps the most striking thing about the literature on local government of British Columbia is the limited amount of it. This makes it difficult to do comparative work, or to make generalizations, because the basic descriptive material needed as building blocks for analysis is so often lacking. Nonetheless, one can point to some themes in the body of literature that does exist. General Canadian themes which apply include the frustrations caused by financial constraints on local governments, the need for increasingly sophisticated administrative techniques, and the gradually increasing provincial centralization of power and closer supervision of local governments. More specific to this province is a strong pragmatic bent to provincial government policies. Issues have been dealt with as they came up, rather than fitted into some overall grand strategy. The flexibility of regional district functions exemplifies this pragmatic attitude. Also significant is the nature of B.C.'s economy. Largely resource-based and export-oriented, the economy is subject to periodic upswings and downswings, which have both direct and indirect effects on local government finances and demands for services. It has also been suggested that, at least until recently, the B. C. government has been more inclined to adopt a "hands off" attitude towards local governments than has been the case in some other provinces. For instance, forced amalgamation of unwilling municipalities has not generally been a feature of B.C. politics.

Another characteristic of the literature--although this is not a theme--is that much of it is about Vancouver, either the city itself or the Greater Vancouver area. There is a much smaller body of literature about single-industry towns, such as Tumbler Ridge and Gold River. Cities between these two extremes in either size or degree of economic specialization have received little attention in the political or economic or sociological literature.

In addition to the citations listed here, see also Higgins, Tindal and Tindal, and Crawford in section 1, part A, and see section 13, part B, for works relating to metropolitan government and regional districts in B. C.

Annual Reports: The Department of Municipal Affairs was established on March 29, 1934. For annual reports up to 1975, see British Columbia. Department of Municipal Affairs. *Annual Report*. For 1976 and 1977, see British Columbia. Ministry of Municipal Affairs and Housing. *Annual Report*. For 1978 to 1985-86, see British Columbia. Ministry of Municipal Affairs. *Annual Report*. General note: Official title is "Report for the Year Ended Dec. 31," up to 1983. The next report is for fiscal year 1984-85, then 1985-86. The 1986-87 report is forthcoming. Note that as of July 6, 1988, the Ministry was reorganized and is now known as the Ministry of Municipal Affairs, Recreation and Culture.

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British Columbia. Royal Commission on Municipal Taxation. *Report of the Municipal Taxation Commission, 1933*. Victoria: Mimeograph Department, Government Printing Bureau, 1934. Chairman: **A. M. Harper.** Discussion is broader than the title suggests.

British Columbia. Royal Commission on Provincial-Municipal Relations. *Provincial-Municipal Relations in British Columbia: Report of the Commissioner.* Victoria: King's Printer, 1947. Commissioner: **H. Carl Goldenberg.** ("The Goldenberg Report".)

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Municipal Statistics (subtitle varies). These were included in the annual report up until 1950. For 1951 to 1975, see British Columbia. Department of Municipal Affairs. *Municipal Statistics.* For 1976 and 1977, see British Columbia. Ministry of Municipal Affairs and Housing. *Municipal Statistics.* For 1978 to 1986, see British Columbia. Ministry of Municipal Affairs. *Municipal Statistics.* Note that as of July 6, 1988 the Ministry is now known as the Ministry of Municipal Affairs, Recreation and Culture. *Municipal Statistics* for 1987 forthcoming early 1989.

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Union of British Columbia Municipalities. *Minutes of the Convention of the Union of British Columbia Municipalities.* Annual.

Union of British Columbia Municipalities. *Statement of the General Policies of the UBCM. Adopted at the 80th Annual Convention, September 14th, 1983.*

Watters, Dean D., ed. *Local Government in British Columbia.* Contributors: **Bill Kennedy, Richard Taylor** and **Dean Watters.** This is a useful 8 page joint publication of the Union of British Columbia Municipalities and the Municipal Officers' Association of British Columbia, 1987. Topics discussed include municipal finances, council powers, municipal employees, elections and regional districts.

3 History of Local Government

Urban history is one of the most developed of academic disciplines that deal with cities in Canada, and municipal governments have received a fair amount of attention in this body of literature.

Two periods of time have been assigned particular significance in the general Canadian literature: the turn of the century and the 1930s. Important factors in the earlier era were the growth of cities and changing ideas about the proper scope of government, both of which led to increasing demands for services and an emphasis on technical expertise as the solution to many problems. In addition, it was said that local government concerns were more a matter of administration than "politics", a term which often had connotations of corruption and cronyism when used by reformers. The idea that local politics should be non-partisan was reinforced, and parallels were frequently drawn between the board of directors of a company and a city council. "Honesty" and "efficiency" were the watchwords of the reformers.

The second era of particular importance to local governments was the Depression. Up until that time unemployment relief had been the responsibility of municipalities and private charities. Since there was no way that local governments and charities could cope with the mass unemployment of the 1930s, the responsibility for the problem shifted to the provincial and federal governments. This was a key step in the shift away from social services being provided by local governments, and with it an extremely important policy area slipped from local control.

Other general themes which are found in the B.C. literature include: the influence of large companies on the way cities developed, most notably the influence of the CPR on the Vancouver area; the influence of geography on settlement patterns; and in terms of the structure of governments, a gradual increase in inter-municipal co-operation to deal with area-wide problems, and the assignment of an increasing number of functions to local governments as popular demand for government services rose. A related theme is a gradual loss of autonomy. The provincial government may have allotted more tasks to local governments, thereby broadening the scope of local government in one sense, but at the same time the provincial government has exercised closer supervision over municipalities.

The number of historical works which deal solely with local government issues is extremely limited. The list below includes some works which only briefly touch on government issues. See also section 9B, on the history of planning in British Columbia.

A. General Canadian Works

Artibise, Alan F. J. and **Paul-Andre Linteau.** *The Evolution of Urban Canada: An Analysis of Approaches and Interpretations.* Report no. 4. Winnipeg: The Institute of Urban Studies, University of Winnipeg, 1984. Very useful overview.

Higgins, Donald J. H. *Local and Urban Politics in Canada.* Toronto: Gage, 1986. Chapters 2 and 6. See pages 56-59 for B. C.

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Roy, Patricia E. *Vancouver: An Illustrated History.* History of Canadian Cities, vol. 3. Toronto: James Lorimer and Company, Publishers and National Museum of Man, National Museums of Canada, 1980.

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Weaver, John C. "The Property Industry and Land Use Controls: The Vancouver Experience, 1910-1945." *Plan Canada* 19 (Sept.-Dec. 1979): 211-25.

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4 POLITICS AT THE LOCAL LEVEL

There are a variety of themes present in the general Canadian literature about municipal politics. Many of these can roughly be divided into questions of structural reform and questions about the distribution of power in the community.

One of the main issues under the first of these categories is the merits of non-partisanship versus having parties at the local level. Arguments for non-partisanship have a long history and include: that most local issues are "administrative" in character, rather than "political;" that there is no point getting local issues entangled with acrimonious political party debates they have no inherent connection with; and that parties would result in favouritism in the awarding of contracts and the provision of services. Modern arguments stress the first two of these points. Those who favour parties at the local level usually argue for one of two variants. Some support a system featuring civic parties structured on the same lines as parties at other levels of government, which would give a certain continuity to policies, stimulate interest in local politics, and provide a good training ground for party activists. Others call for "civic parties" with no official connections to provincial or federal parties. The latter alternative tends to be favoured in the academic literature because it would make it clear where candidates stood and increase accountability without tying local elections into provincial or federal issues--something which can be a double-edged sword for any party.

A second structural reform theme is the merit of ward systems compared to "at large" elections where the candidates run citywide. There are many facets to the debate, but one of the keys is whether ward elections should be seen as encouraging narrow neighbourhood interests at the expense of the city as a whole, or whether they should be seen as encouraging the representation of diverse interests which get submerged in citywide elections. The intensity of debates over the ward system versus at-large elections in Vancouver is one of the more striking aspects of municipal politics in British Columbia. It is not a major issue in the rest of the province.

Low voter turnout is another issue which is of concern to academics. Various explanations and possible solutions to the problem have been suggested, with the question arising as to whether low turnout is indicative of satisfaction or apathy. Changing the frequency of local elections and the introduction of parties can be partly seen as structural means of stimulating interest in local politics.

There is a longstanding political debate about the structure of power in communities--is power widely distributed, with a variety of groups having some influence on political decisions, or does a small elite wield disproportionate influence? So far as local politics is concerned, in practice this is often a debate about how much influence the property industry has, as opposed to groups favouring "quality of life" concerns or social reforms.

Concern about power is reflected in various themes in the literature. For instance, who gets elected, and what type of policies do they favour? At least until the 1960s, the answer was often pro-development businessmen. Since then, more attention has been paid to neighbourhood preservation and quality of life issues. It would appear that women and members of minority ethnic groups have been more likely to get elected in recent years, but detailed academic studies on this point are still lacking in B.C.

Concerns about power are also prominent in the literature about interest groups, although they are not the only focus of attention. What issues do groups coalesce around; how permanent are various groups; under what conditions do interest groups turn into parties; who joins what types of groups; how much influence do different groups have; and, are interest groups a good thing? The answer to the last question may depend on what gets defined as an interest group.

Looking at power in a slightly different sense, it is worth noting that the formal powers of Canadian mayors are generally not extensive. As a result, their abilities at persuading people to support various policies, and their administrative approaches, become major aspects of how they accomplish their aims. That is, informal styles of leadership as well as formal powers, are important.

Election issues in recent years have often taken the form of neighbourhood preservation versus development. Cost concerns have also been prominent, both in terms of property tax rates and the related matter of what amenities and levels of service should be provided. Social issues may also arise, ranging from whether Sunday shopping should be permitted to whether cities should declare themselves "nuclear weapons-free" zones. In B.C. there are also recurrent referendums on municipal incorporation or the amalgamation of semi-rural areas into larger municipalities.

In addition to the works listed here, see also the entries under "Participation and Development Issues" in section 9 (Planning).

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5 CORPORATE STRUCTURE AND ADMINISTRATION OF MUNICIPAL GOVERNMENT

Issues in the general Canadian literature are many and varied. They include: the advantages and disadvantages of various types of city governments, centering on the role of city managers and council committees; intergovernmental relations; financial issues, chiefly the difficulty in raising adequate funds to carry out mandated functions, and the pros and cons of various revenue sources; and privatization issues. Also discussed is the case for devolution of functions to local government and conversely, the case for the centralization of functions at the regional or provincial level. In practice, centralization occurs more often. In addition, there are discussions of the historical evolution of local government structures. Personnel issues have received more attention in recent years, examples being works on labour costs, the need for good training programs for local government administrators, and affirmative action and "equal pay for work of equal value" concerns. Legal issues may also arise, lately in connection with the Charter of Rights and Freedoms. Finally, there are issues of representation and participation and the effects government structures can have on these. How much input do citizens have on government decisions? Do governments make an effort to seek out citizens' opinions by, for instance, holding hearings on controversial issues? How easy is it to get access to information about what local governments are doing? Many of the above issues are dealt with in more detail here under separate categories, but the limited amount of literature which deals specifically with administrative concerns is listed below.

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6 MUNICIPAL LAW

It is difficult to generalize about themes in the Canadian literature on municipal law, both because the subject is so broad, and because laws vary from province to province. One overriding theme, however, is that municipalities are very much "creatures of the provinces." They are only permitted to carry out functions which are explicitly given to them by their respective provincial governments (this is as opposed to being permitted to do anything which is not explicitly forbidden). Provinces may, of course, make some functions mandatory for municipalities to carry out and some functions optional.

A word of caution: the references listed below are intended for the reader with general interest in municipal law. Neither this listing nor any of the materials listed below are a replacement for the advice of qualified legal counsel.

Because this bibliography is intended for the lay reader, specialized legal reference sources were not searched. Moreover, readers should note that laws can change very quickly. Materials listed below reflect the laws at the time they were written.

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7 LOCAL GOVERNMENT FINANCE

Municipal government financing has received more attention in the general Canadian literature than any other local government topic. There are several major, inter-related concerns. First, there is the allocation of responsibilities and the fund-raising capacities of the three levels of government (do they match up?). Here it is generally argued that the "own source" revenues available to municipalities, mainly from the property tax, are not adequate. This, it is often argued, is because it is politically impossible to raise property taxes indefinitely. Moreover it is also debatable whether it is appropriate to tax property to finance services which have little to do with benefits to property owners. It may be argued that certain functions should be carried out by other levels of government as a way of easing the financial situation of municipalities, but it is more often argued that municipal governments need access to more funding.

The second theme is the advantages and disadvantages of different sources of revenue. With respect to "own source" revenues, the choice between property tax and other taxes (such as income taxes) is important, but a more critical theme outside Canada. Of the property tax, its regressivity and its economic effects are key issues. Property tax relief, such as B. C.'s Home Owner Grant program, is also a concern. Much of the additional funding comes in the form of conditional grants from the provinces. On the one hand, a conditional grant can ensure that certain standards of service are maintained across a province but, on the other hand, it can distort municipal spending priorities. Municipalities are understandably more fond of unconditional grants, but provincial governments, equally understandably, like to have some say in how the money they supply is spent. Further complications arise because of the position of the federal government. Constitutionally, municipalities are a provincial responsibility, but many federal policies have an impact upon municipalities, and it may be argued that the federal government should supply some kind of direct or indirect funding, or participate in joint programs. Provinces generally frown on the prospect of direct federal-municipal relations, because this could interfere with their control over municipalities.

A third theme is that municipalities have limited room to maneuver because of restrictions on how they can raise funds and what tasks they are permitted to undertake. It may be argued that certain social issues and economic development initiatives can most effectively be handled by municipal governments, which are closer to the problems, and can move faster than the larger and more bureaucratic provincial and federal governments. Lack of funding is not the only issue here, but it is a significant one.

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8 SERVICES PROVIDED BY MUNICIPAL GOVERNMENT

Considering the importance of the subject, there is not a great deal of empirical literature about the provision of municipal government services in Canada. There are historical accounts of the origins of local government services, of increasing demands on local governments after 1880, the impact of the Depression on the transfer of social responsibilities to the other levels of government, and the increasing emphasis on "quality of life" concerns since the 1960s. There are also debates on privatization and over whether various services should be provided at the regional level or the municipal level, and ever-present calls for more funds for local governments. In the last few years there also seems to have been more attention placed on the possible role of municipal governments in the provision of social services. However, empirical studies of what administrative techniques individual municipalities use to provide services, and comparative studies of the methods and costs of providing services in different places are few and far between in the academic literature. Equally striking is the lack of attention to the problems of small towns and rural areas in providing high quality and diverse services on a very limited tax base. The different theoretical approaches towards local government are prominent in what literature does exist about the provision of local services. Mainstream and public choice theorists offer very different perspectives on what is the most efficient way to provide services, and how best to encourage responsiveness to public demands. Critics from the left, meanwhile, focus attention on the extent to which the services provided by local government serve the needs of property developers, as opposed to neighbourhood residents.

Given the small amount of information available on most types of services, general Canadian and B.C. references have been interfiled in subcategories C to E below. For materials on social services, see section 11, part A.

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9 PLANNING

There is a large body of work about planning in Canada. Only a few of the major themes are discussed below, and the focus is on political concerns.

Works about the history of planning note two main phases. First came the "city beautiful" movement, where the emphasis was on aesthetics – providing monumental public buildings, broad avenues, and parks. This was followed by the "city efficient" phase, where the emphasis was on such things as public health, zoning, and traffic patterns.

Much of the modern literature centres on controversies over development, and it can include both physical (land use) planning concerns and social planning concerns. Often controversies centre on large commercial or government developments which pit the developers against people trying to save neighbourhoods. Equally important are problems of city-wide needs versus neighbourhood wants. This is the so-called "not in my back yard" or "NIMBY" syndrome, which can apply to anything from halfway houses for parolees to the location of an expressway. Facilities may be needed, but often people do not want them near where they live.

Another theme in the modern literature is the need for public participation in planning decisions. This idea came to the fore in the 1960s. Initially, it was often resisted by officials. Gradually, however, mechanisms of citizen input have become institutionalized, and it is now widely conceded that paying attention to the views of the people immediately concerned may result in more workable plans in the long run. On the other hand, it has also been claimed that increased consultation means that things are less likely to get done, because almost any change will be opposed by someone.

Another theme is problems between levels of government, for instance where the federal or provincial governments own land and want to develop it contrary to local wishes. However, in B. C. a greater problem is lack of coordination between agencies of the same level of government--especially the province, but also local governments, due to the lack of coordinating mechanisms organized on a regional basis and a strong framework for regional planning.

Yet another issue might be called "planning for hard times". Planning, like any other government function, costs money, and governments have been less willing to fund extensive planning studies in recent years when they were in the 1960s and 1970s. Meanwhile, the issues that planning was intended to deal with--ensuring some predictability in land use and ensuring a livable environment--have not gone away. Part of the solution has been to shift attention from one-time grand city plans to planning as an on-going process. Other concerns which arise include environmental issues, and concerns about "fringe" development just outside city limits.

As in the previous section, B.C. and general Canadian references have been interfiled in the subcategories here in order to avoid numerous categories with small numbers of references in them. For planning issues relating to single industry towns, see section 12; for social planning, see section 11, Part C.

Please note that this section of the bibliography is primarily about planning as it relates to local government concerns. It does not include technical planning literature or the vast body of planning studies about individual neighbourhoods, towns, and regions; and it only includes a few of the more relevant theses. See the "Planning" section under "Sources for Further Research" for details on finding more information.

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See also **Bradbury, J.H.** under "Land Use Planning".

E. Regional Planning

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See also: **Lash, Harry**, under "Participation and Development Issues," and section 13 on Metropolitan Government and Regional Districts.

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10 LOCAL ECONOMIC DEVELOPMENT

Economic development is a broad subject. At one level, it might be argued that anything to do with the national economy ultimately affects the well-being of every town and rural area in the country. The scope of this section of the bibliography is considerably more modest. The focus is on basic characteristics of the B.C. economy which have a direct impact on municipalities, on related issues of regional development, and on the literature about what local governments can do to promote economic development in their areas.

The general economic literature about B.C. stresses that the province is largely dependent on the export of a small range of primary goods. The dependence on exports means that the state of the economy is largely outside provincial control. How much lumber the province sells to the U.S., for example, partly depends on the American building industry's demands for lumber, partly on the tariff policies of the U.S. and Canadian governments, and partly on the value of the Canadian dollar. Dependence on a small number of products is significant because it means that a downturn in demand for any one of them has a major impact on the B.C. economy. Calls for provincial economic development, therefore, frequently emphasize the need for a more diverse economy with more secondary industries.

Although there is not a great deal of literature on the subject, the sharp upswings and downswings in the provincial economy have an obvious impact on the financial status, and financial stability, of communities in B.C. Leaving aside the overall state of the economy, the question becomes: "What can municipalities do to further their economic development?" This is a question that has received increasing attention in recent years, although more so in "how to do it" type of publications than in academic local government literature. Government efforts may include special efforts to streamline bureaucratic red tape; helping to publicize the development potential of an area; providing a good infrastructure; or "Special Enterprise Zones." Another approach - which relies on entrepreneurs rather than government - is the idea of "import replacement." The basic concept is to substitute locally produced goods and services for those from outside the area, thus diversifying and stabilizing the local economy and creating multiplier effects. Note that "import" in this context does not necessarily mean "from a foreign country". This strategy may be accompanied by "buy local" publicity campaigns. In addition, advice and guidance for small businesses may be provided through local organizations which are often funded, in part, by municipalities.

Finally, community economic development (or "CED") is gaining in popularity. Sometimes, the term "CED" is used for any form of local economic development, but it also has a narrower meaning. In the latter sense, CED involves the creation of small-scale, often labour intensive rather than capital intensive, businesses and services, often run on a co-operative basis. The object is to provide useful goods and services and to provide employment, on the one hand, while earning just enough money to cover costs on the other hand. CED is one means of diversifying economies and providing goods and services which fall between the nooks and crannies of established businesses. CED can take place in large cities, but the economic difficulties of single-industry towns in hard times often serves as a particular stimulus to it. One common element in the strategies mentioned here is attention to small businesses as a vehicle for the creation of jobs. This has been the case since various economic surveys began to show that small businesses generate a higher proportion of new jobs than do big businesses.

In closing, it should be pointed out that not all commentators are optimistic about the efficacy of municipal governments in stimulating local economic development. Given the limitations on permissible local government activities, plus the limited funds available to local government, and the extent to which economic decisions rest on factors beyond local government control, they are not necessarily in a position to provide a great deal of aid. The question also arises as to whether the overall number of jobs rises as a result of municipal government economic stimulation or whether unemployment is simply transferred from one place to another.

Relatively few of the sources listed below discuss local government per se, but they do raise issues which local governments need to be aware of. The citations below illustrate the diversity of themes and types of writing that exist on topics related to local economic development. This section should not be regarded as a comprehensive bibliography of writings relevant to economic development in B. C.

A. General Overviews

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11 Social Services, Social Planning and Social Issues at the Local Level

The stereotypical image of local government is that it deals with administration of "hard" services, namely water, sewers, roads, and garbage collection. Social issues which arise at the local level do not receive much attention in the political science and public administration literature on local government. The one exception to this are the social consequences of urban development, which are a major concern in the literature.

The lack of detailed attention to social concerns is somewhat puzzling, given that it is often social issues which mobilize voters and interest groups. Moreover there is obvious room to study such questions as the impact of "hot issues" on voter turnout, the extent to which "single issue" voting occurs at the local level, when and if protest groups turn into civic parties, and the subsequent political careers of people who first come to public notice through their involvement in attempts to deal with local issues.

It is sometimes said that local government consists mainly of the administration of hard services, while it is the provincial and federal levels of government which deal with the major social issues. Some advance this as the reason for the lack of attention to social issues in the local government literature. There is some truth to that assertion but, on the other hand, the following is a list of concerns which municipal governments may be called on to respond to: lack of low rent housing; race relations; demands for anti-smoking by-laws; difficulties with "street kids"; objections to pornography displayed in corner stores; the need for day-care facilities, possibly linked to arguments to change zoning bylaws to allow for more daycare in private homes; and controversies over the location of transition houses for battered women, halfway houses for parolees, shelters for runaways, and transition houses for former mental patients. Too, there may be calls for funding of the above facilities. Other issues include animal control, herbicide and pesticide spraying, and calls for cities to declare themselves "nuclear weapons-free zones." In addition, local governments are sometimes pressured to set an example as model employers by, for instance, instituting "equal pay for work of equal value." While the literature about many of the above issues is plentiful, the point to be made here is that there is not a great deal of academic literature which relates such issues to local government.

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12 SINGLE INDUSTRY TOWNS

There is a fair-sized body of literature about single industry towns in Canada generally and in British Columbia in particular. First Kitimat, then the "instant towns", and now Tumbler Ridge have each in their day attracted attention. Many issues have been studied and the resulting literature is diverse. Themes in the literature include: the political influence of the dominant company in a town; quality of life concerns including both problems of social isolation and how to provide a diverse range of services on a small tax base; the difficulty of trying to develop a sense of community in new towns where no one has roots; what to do about high turnover in the labour force; the vulnerability of towns dependent on one industry and the need for economic diversification; and the special problems of women where there are few available jobs not of the traditionally male variety, and where the jobs that are available (mainly in the service sector) are frequently low-paying.

In B. C. the literature largely consists of sociological, economic and planning literature; there is a definite lack of political science studies of politics and administrative concerns in single industry towns.

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13 REGIONAL DISTRICTS/ METROPOLITAN GOVERNMENT

The reader who asks, "But what exactly is a regional district?" has inadvertently stumbled across one of the main themes in the literature: few people--outside of those immediately concerned--have a clear idea what exactly regional districts do and how they operate. One possible political consequence of this is that regional districts have never been wildly popular with the general public.

After World War Two rapid urbanization occurred in Canada, and with it came a need for neighbouring cities to co-ordinate their policies and sometimes to join together to finance large projects. The idea of metropolitan government was one response to the problem of lack of co-ordination and co-operation. Individual cities would retain some of their functions, but other functions would be transferred to a new, broader level of government made up of representatives of member municipalities, either directly elected by the general public or appointed by the municipalities involved. Metropolitan Toronto was the first example of this in North America, and there is a substantial body of literature about it. In this province regional planning boards in the Lower Mainland, Greater Victoria and elsewhere were part of this trend towards co-ordination in the 1950s. The regional planning boards were not entirely successful and in 1965 began to be replaced by the newly created system of regional districts. Regional districts were, however, not just a response to urban problems in Greater Vancouver and Victoria. They were also a way of bringing local government to unorganized areas of the province, and to provide better services for small towns and rural areas. It should be noted that B. C. was unusual at the time in not having a well-developed rural governance structure. Thus, the regional district emerged as a hybrid form of government, one capable of delivering upper-tier services in urbanized areas and lower-tier services to the province's scattered rural settlements.

One theme in the literature is that the regional district idea was less controversial and met with less opposition in B.C. than regional government schemes have elsewhere in Canada. One reason for this was "the strategy of gentle imposition". Another reason is that regional districts have fewer powers, especially in connection with the management of development, than regional governments in Canada usually do.

A second theme is simply the flexibility of regional districts, and how this allows them to tailor their functions to meet local needs, instead of having a long list of mandatory functions rigidly imposed across the board by the province. Useful as this is administratively, it does make it hard for the general public to get a clear idea of what regional districts do, because no two districts are completely alike.

A final theme in the literature is that there has been tension within regional districts. Urban and rural areas have not always agreed about what needs doing and what should have priority, and neighbouring municipalities in urban areas have not always agreed about where developments that would bring in lucrative property taxes should be located, or conversely, where unwanted developments should be situated (the "not in my backyard syndrome" at the regional level). Various mechanisms, and the removal of the regional planning function in 1983, have eased these tensions over the years. There is also some tension between regional districts and the province, which has, on occasion, overruled some of their decisions. See also section 9E, on regional planning.

A. General Canadian Works

Bish, Robert L. and **Vincent Ostrom.** *Understanding Urban Government: Metropolitan Reform Reconsidered.* Washington, D. C.: The American Enterprise Institute for Public Policy Research, 1973. This is an American work, but many of the arguments can be applied in a Canadian context. One of the major works in the field.

Feldman, Lionel D. and **Katherine A. Graham.** "Local Government Reform in Canada." In *Local Government Reform and Reorganization: An International Perspective*, ed. **Arthur B. Gunlicks**, 151-168. Port Washington, N.Y.: Kennikat Press, 1981.

Higgins, Donald J. H. *Local and Urban Politics in Canada.* Chapter 5. Toronto: Gage, 1986. Provides a province by province overview of local government reorganization since the end of World War Two.

Magnusson, Warren. "Metropolitan Reform in the Capitalist City." *Canadian Journal of Political Science* 14 (Sept. 1981): 557-85.

Pacific Rim Metropolitan Conference Proceedings. *April 5 to 10, 1981, Vancouver, British Columbia, Canada.* Hosted by: the British Columbia Ministry of Municipal Affairs and the Greater Vancouver Regional District in association with the Organization for Economic Cooperation and Development. Co-published by the Greater Vancouver Regional District, 1982.

Plunkett, Thomas J. *Urban Canada and Its Government: A Study of Municipal Organization.* Toronto: Macmillan, 1968. See chapters 8 and 9.

Self, Peter. *Planning the Urban Region: A Comparative Study of Policies and Organizations.* University, Alabama: University of Alabama Press, 1982. Includes some discussion of Canada.

Tindal, C. R. *Structural Changes in Local Government: Government for Urban Regions.* Monographs on Canadian Urban Government, no. 2. Toronto: Institute of Public Administration of Canada, 1977. Includes discussion of regional districts.

Wichern, Philip. "Metropolitan Reform and the Restructuring of Local Governments in the North American City." In *Power and Place: Canadian Urban Development in the North American Context*, ed. **Gilbert A. Stelter** and **Alan F. J. Artibise**, 292-322. Vancouver: The University of British Columbia Press, 1986.

B. Works about British Columbia

Barnes, D. W. "The System of Regional Districts in British Columbia." In *A Look to the North: Canadian Regional Experience*, 109-125. Substate Regionalism and the Federal System series, vol. 5. Washington: Advisory Commission on Intergovernmental Relations, 1974.

Bernard, Andre, Jacques Leveille, and **Guy Lord.** *The Political and Administrative Structures of the Metropolitan Region of Vancouver.* Ottawa: Ministry of State for Urban Affairs, 1975. Cover title begins *Profile Vancouver.*

Bish, Robert L. *Local Government in British Columbia.* Chapter 4. Richmond, B. C.: Union of British Columbia Municipalities in cooperation with the University of Victoria School of Public Administration, 1987.

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British Columbia. Department of Municipal Affairs. *A Guide to Municipal and Regional District Administrative Procedures.* Victoria, 1970.

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British Columbia. Ministry of Municipal Affairs. Development Services Branch. *A Guide to Advisory Planning Commissions.* Victoria, 1986.

British Columbia. Ministry of Municipal Affairs. Development Services Branch. *A Guide to the Development Permit System.* Victoria, 1986.

British Columbia. Ministry of Municipal Affairs. Policy and Research Branch. *Regional Districts in British Columbia: Policy Proposals for Legislative Reform.* September 1986. Copy in the Ministry Local Government Research Library only.

British Columbia. Ministry of Municipal Affairs and Transit. Development Services Branch. *Board of Variance Guide.* Victoria, 1986.

British Columbia. Ministry of Municipal Affairs and Transit. Development Services Branch. *Bylaw Review Procedures for Regional Districts.* Victoria, 1986.

British Columbia. Ministry of Municipal Affairs and Transit. Development Services Branch. *A Guide to Rural Land Use Bylaws.* Victoria, 1986.

British Columbia. Ministry of Municipal Affairs and Transit. Development Services Branch. *Guide to the Preparation of Official Community Plans by Regional Districts.* Victoria, 1986.

British Columbia. Ministry of Regional Development and Ministers of State. *Backgrounder.* Victoria, 1988. About development regions, rather than regional districts.

British Columbia. Regional District Review Committee. *Report of the Committee.* Victoria: Ministry of Municipal Affairs and Housing, 1978. Chairman: **Rendina Hamilton.**

British Columbia. Regional District Survey Committee. *Summary Report of the Regional District Survey Committee.* Prepared by **Dan Campbell**, Chairman. Victoria: Queen's Printer, 1986. There are also twenty-eight individual reports.

Brown, James E. "Regional Districts in British Columbia." *Municipal Finance* 41 (Nov. 1968): 82-86.

Citizens' Research Institute of Canada. *A Suggested Plan of Local Government for the Victoria Metropolitan Area.* A Report prepared for the Victoria Chamber of Commerce and the Victoria Junior Chamber of Commerce. Victoria, 1956.

Collier, Robert W. "The Evolution of Regional Districts in British Columbia." *B.C. Studies,* no. 15 (1972): 29-39.

Corbett, David C., with the assistance of **Eleanor R. Toren.** *A Survey of Metropolitan Governments.* A Report to the Metropolitan Joint Committee, Vancouver, September 1958. Vancouver: Department of Economics and Political Science, University of British Columbia, 1958.

Corke, S. E. *Land Use Controls in British Columbia: A Contribution to a Comparative Study of Canadian Planning Systems.* Land Policy Paper no. 3. Toronto: Centre for Urban and Community Studies, University of Toronto, 1983.

The Metropolitan Joint Committee. Vancouver, British Columbia. *Final Report to the Minister of Municipal Affairs, British Columbia.* Vancouver: The Committee, 1960.

Payne-O'Connor, Josephine. *Sharing Power: Women in Politics: Vancouver Island Profiles.* Victoria, B.C.: Kachina Press, 1986. Chapter 12, "Regional District Chairmen," 133-144.

Smith, Patrick J. "Regional Governance in British Columbia." *Planning and Administration* 13 (Autumn 1986): 7-20.

Staples, Lorena P. D. and **Thomas F. Moore.** *Division of Responsibilities: Regional Districts in British Columbia.* New Westminster: Union of B. C. Municipalities, January 1985.

Swainson, Neil A. "The Provincial-Municipal Relationship." Chapter 8 of *The Reins of Power: Governing British Columbia.* By **J. Terence Morley, Norman R. Ruff, Neil A. Swainson, R. Jeremy Wilson,** and **Walter D. Young.** Vancouver: Douglas and McIntyre, 1983.

Tennant, Paul and **David Zirnhelt.** "Metropolitan Government in Vancouver: The Strategy of Gentle Imposition." *Canadian Public Administration* 16 (Spring 1973): 124-138.

Wilson, James W. "Regional Planning in British Columbia." *Community Planning Review* 2 (Nov. 1952): 102-104. For historical background.

14 SPECIAL PURPOSE DISTRICTS, BOARDS & COMMISSIONS

The most well-known special purpose boards are school boards. While it is beyond the scope of this bibliography to provide complete coverage of education in British Columbia, a few useful sources are noted below. If one had to set out one overriding theme about school boards, it would be that they are more controversial than other special purpose boards and commissions. As an administrative point, there is sometimes some friction between school boards and municipal governments, because a substantial percentage of the property taxes levied by municipalities is earmarked for schools. In this situation, the municipalities become the target of taxpayers complaining about the size of their local tax bills and yet have no control over setting the amount school boards want collected.

Hospital districts and individual hospital boards are another important area of local government but, like education, the governing of the hospital system is beyond the scope of this bibliography. It is important to note, however, that the boundaries for hospital districts are the same as those for regional districts and the board of directors of each regional district is the board of directors for the local hospital district.

There is very little academic literature about any other form of special purpose district. One possible theme that is worth mentioning is that despite the neglect of academics, water districts, improvement districts, and the like, provide crucial services for residents in the areas they encompass. A second theme is that because of the existence of special purpose districts, and because of the traditional reluctance to force incorporation on residents of an area, residents of rural areas and small settlements in the province have been under less pressure to incorporate than has been the case in some other provinces. This has sometimes been a source of frustration for provincial officials, when services could be provided more efficiently and more economically by municipalities.

The Islands Trust is well-described by Robert Bish as "a unique single-purpose government, designed specifically to give island residents the authority for land-use control which is held by regional districts and municipalities elsewhere in the province" (Bish, p. 60). There is a limited amount of academic literature about the Islands Trust, although various government publications are available.

A. General Overviews of Special Purpose Government in B.C.

Bish, Robert L. *Local Government in British Columbia.* Chapters 5 and 9. Richmond, B. C.: Union of British Columbia Municipalities in cooperation with the School of Public Administration, University of Victoria, 1987.

Swainson, Neil A. "The Provincial - Municipal Relationship." Chapter 8 of *The Reins of Power: Governing British Columbia.* By **J. Terence Morley, Norman J. Ruff, Neil A. Swainson, R. Jeremy Wilson** and **Walter D. Young.** Vancouver: Douglas and McIntyre, 1983. Includes some comments on special purpose districts.

B. Education

In addition to **Bish** (above) see:

British Columbia. Commission of Inquiry into Educational Finance. *Report of the Commission of Inquiry into Educational Finance.* **By Maxwell A. Cameron.** Victoria, B.C.: C.F. Banfield, 1945. "The Cameron Report."

British Columbia. Royal Commission on Education (1987-88). *A Legacy for Learners, Summary of Findings.* Victoria, B.C.: Royal Commission on Education, 1988. Commissioner: **Barry M. Sullivan.** "The Sullivan Report."

Calam, John and **Thomas Fleming.** *British Columbia Schools and Society.* (British Columbia Royal Commission on Education, Commissioned Papers, vol. 1). Victoria, 1988.

Child, Alan H. "A Little Tempest: Public Reaction to the Formation of a Large Educational Unit in the Peace River District of British Columbia." *B.C. Studies*, no. 16 (1972-73): 57-70.

Fleming, J. R. and **B. Anderson.** *Financial Management of Education in British Columbia: Background Paper.* Victoria, B. C.: Ministry of Education, 1984.

Heikkila, Eric. *Report on School Financing in B. C.* Prepared for Director of Finance, City of Vancouver, 1983. Vancouver: City of Vancouver, 1983.

Humphreys, Edward H., et. al. *Alternative Approaches to Determining Distribution of School Board Trustee Representation.* Toronto: Queen's Printer for Ontario, 1986. 3 vols. Volume one includes a chapter on B.C.

Johnson, F. Henry. *A History of Public Education in British Columbia.* Vancouver: Publications Centre, University of British Columbia, 1964.

Moore, Milton A., Arthur I. Guttman, and **Philip H. White.** *Financing Education in British Columbia.* Vancouver: British Columbia School Trustees Association, 1966.

Putman, J. H. and **G. M. Weir.** *Survey of the School System.* Victoria: King's Printer, 1925.

Storey, Vernon, *et. al. Support Systems for Learning, Governance and Administration.* (British Columbia Royal Commission on Education, Commissioned Papers, vol. 6). Victoria, 1988.

Tennant, Paul Richard. *The Influence of Local School Boards on Central Education Authorities in British Columbia.* M. A. thesis, University of Chicago, 1962.

Wilson, J. Donald and **David C. Jones**, eds. *Schooling and Society in Twentieth Century British Columbia.* Calgary: Detselig Enterprises., 1980.

C. Hospital Districts/Hospital Boards

In addition to **Bish** (above), see:

British Columbia. Ministry of Health. *Review of Role of Regional Hospital Districts.* Prepared by **Dan Campbell.** Victoria, 1987.

D. The Islands Trust

In addition to **Bish** (above), see:

Barr, Lorna R. *Land of the Trust Islands: A Review of Subdivision, Housing and Ownership for the Major Islands.* Victoria: Islands Trust, Ministry of Municipal Affairs and Housing, 1978.

British Columbia. Islands Trust. Islands Trust Position Papers. *The Object of the Islands Trust: Renewing the Consensus*, Paper no. 1, Nov. 1986; *The Regulation of Home Occupations in the Islands Trust Area*, Paper no. 2, Oct. 1986; *The Regulation of Bed and Breakfast Businesses in the Islands Trust Area*, Paper no. 3, Oct. 1986.

British Columbia. Islands Trust. *Lesser Islands Atlas.* Victoria, 1982.

British Columbia. Islands Trust. *The Policy of the Islands Trust.* Victoria, 1975.

British Columbia. Islands Trust. *Regional Issues - Public Response.* Victoria, 1981.

British Columbia. Islands Trust. *Regional Plan Background Report.* Draft. Victoria, April, 1980.

Glover, Julie M. "The Islands Trust Concept; A Proposed Institutional Arrangement to Implement a Policy of Controlled Development for the Gulf Islands of British Columbia." M.Sc. thesis, University of British Columbia, 1974.

Islands Trust Act Review: Report and Recommendations. Prepared by the Select Standing Committee of the Legislature on Economic Development, Transportation, and Municipal Affairs. Copy in the Local Government Research Library of the Ministry of Municipal Affairs, Recreation and Culture. December 10, 1987.

Porcher, Laura Kathryn. "The Islands Trust: An Institutional Experiment in the Management of Scarce Natural and Social Resources." M. Sc. thesis, University of British Columbia, 1980.

Smith, Patrick J. "Regional Governance in British Columbia." *Planning and Administration* 13 (Autumn 1986): 7-20.

Sweet, Arthur Fielding, author/editor. *Islands in Trust*. Lantzville, B. C.: Oolichan Books, 1988.

To Preserve and Protect: An Institutional Analysis of the British Columbia Islands Trust. Prepared by the Master of Natural Resources Management Program, Advanced Natural Resources Management Seminar, Simon Fraser University, Burnaby, B. C., September 1987.

E. Water Districts, Irrigation Districts, and Improvement Districts

In addition to **Bish** and to **Swainson** (above) see:

British Columbia. Ministry of Municipal Affairs. *Choosing a Local Government for Your Community: The Improvement District and the Village Municipality.* Victoria, 1987.

British Columbia. Ministry of Municipal Affairs. *Improvement District Manual.* November 1983. Designed for trustees and administrators.

Gray, Arthur W. "The Story of Irrigation: Lifeblood of the Okanagan Valley's Economy." *Okanagan Historical Society Report* 32 (1968): 69-80.

Stevenson, David S. *Historical Development and the Operations of British Columbia Irrigation Districts in 1985.* Summerland, B.C.: Association of B.C. Irrigation Districts and Agriculture Canada, 1985.

15 NATIVE SELF-GOVERNMENT

Much of the academic literature about Indians in B.C. concerns land claims. That topic is beyond the scope of this bibliography, although sources of information about it can be found listed in the "Sources for Further Research" section. The literature about Native self-government in Canada centres on the question of what self-government means, and how it would affect government jurisdiction on Indian reserves. The issue of how band services would be financed and administered under conditions of self-government is also tied in with how the scope of self-government is defined. The current state of band services has not received as much attention in the academic literature, although that is changing to some extent. Issues include lack of adequate funding and cumbersome bureaucratic procedures. Another concern which has not received a great deal of attention is the migration of Indians from rural or small town reserves to large urban areas and how they cope with urban life. The fact that reserves exist within urban areas--there are several in Greater Vancouver--raises other issues worthy of study. But questions such as relations between reserves and neighbouring municipalities, as well as the attitudes of the residents of such reserves towards economic development, have not been explored in detail. (Again, the limitations of this bibliography must be stressed. The focus here is on academic literature; unpublished consultants' reports commissioned by the Department of Indian Affairs and Northern Development or by individual bands are generally not included.)

A. General Canadian Works

Bish, Robert L. and **Frank Cassidy.** *Indian Self-Government: Its Meaning and Practice.* Institute for Research and Public Policy. Forthcoming.

Canada. Department of Indian Affairs and Northern Development. *Proposed Amendments to the Indian Act Concerning Conditionally Surrendered Land and Band Taxation Powers.* Ottawa: Ministry of Supply and Services, 1987. Takes an initiative of the Kamloops band as the starting point for a broad discussion of taxation and economic development of reserves.

Canada. Parliament. House of Commons. Special Committee on Indian Self-Government. *Indian Self-Government in Canada: Report of the Special Committee.* (Minutes and Proceedings of the Special Committee on Indian Self-Government: respecting the Status, Development and Responsibilities of Band Governments on Indian Reserves, as well as the financial relationships between the Government of Canada and Indian Bands; including the Second Report to the House.) Ottawa: Published under the authority of the Speaker of the House of Commons by the Queen's Printer for Canada, 1983. Chairman: **Keith Penner.**

Hawkes, David C. *Aboriginal Self-Government: What Does It Mean?* Aboriginal Peoples and Constitutional Reform Discussion Paper. Kingston: Institute of Intergovernmental Relations, Queen's University, 1985.

Malone, Marc. *Financing Aboriginal Self-Government in Canada.* Aboriginal Peoples and Constitutional Reform. Background Paper no. 9. Kingston, Ont.: Queen's University Institute for Intergovernmental Relations, 1986.

Rieber, Jesse. *Fundamental Concerns Regarding Indian Local Government: A Discussion Paper of Potential Problem and Research Areas.* Ottawa: Department of Indian and Northern Affairs, Research Branch, Corporate Policy, 1977.

Scotnicki, Christine. *Recent Treaties in Land Claims and Self-Government: The James Bay Agreement, the Creek-Naskapi Act, The Western Arctic (Inuvialut) Claim Settlement, the Sechelt Indian Band Self-Government Act.* Prepared for the Gitksan Wet'suwet'en Tribal Council under the supervision of Professor **Robert L. Bish.** Victoria: School of Public Administration, University of Victoria, 1987.

B. Works about British Columbia

Bish, Robert L. *Property Taxation and the Provision of Government Services on Indian Reserves in British Columbia.* Prepared for the Department of Indian Affairs and Northern Development. Victoria: Centre for Public Sector Studies, School of Public Administration, University of Victoria, 1987.

Capital Region Planning Board of British Columbia. *The Indian Act and Public Policy Statements: Relevance to Land Use Planning for Indian Communities.* Victoria, 1968.

Cherukapalle, Nirmala Devi. *Indian Reserves as Municipalities: Problems and Prospects. The British Columbia Case.* Papers on Local Government, vol. 1, no. 3. Vancouver: Centre for Continuing Education, University of British Columbia, 1972.

Freeman, Paul, with the assistance of **Julia Quon.** *Government Revenues and Expenditures in the Gitksan-Wet'suwet'en Land Claims Area.* Draft. Prepared for the Gitksan Wet'suwet'en Tribal Council under the supervision of Professor **Robert L. Bish.** Victoria: School of Public Administration, University of Victoria, 1987.

Payne-O'Connor, Josephine. *Sharing Power: Women in Politics: Vancouver Island Profiles.* Victoria, B. C.: Kachina Press, 1986. Chapter 13, "Band Councillors and Chiefs," 144-151.

Stanbury, W. T. "Reserve and Urban Indians in British Columbia: A Social and Economic Profile." *B.C. Studies,* no. 26 (1975): 39-64.

Stanbury, W. T., assisted by **Jay H. Siegel.** *Success and Failure: Indians in Urban Society.* Vancouver: University of British Columbia Press, 1975.

Taylor, John P. and **Gary Paget.** "Federal/Provincial Responsibility and the Sechelt." In *Aboriginal Peoples and Government Responsibility: Exploring Federal and Provincial Roles,* ed. **David Hawkes.** Ottawa: Carleton University Press, forthcoming 1989.

Tennant, Paul. "Native Indian Political Activity in British Columbia, 1969-1983." *B.C. Studies,* no. 57 (1983): 112-136.

Tennant, Paul. "Native Indian Political Organization in British Columbia, 1900-1969: A Response to Internal Colonialism." *B.C. Studies,* no. 55 (1982): 3-49.

Tripartite Local Government Committee Respecting Indian Local Government in British Columbia. *Report of the Tripartite Local Government Committee Respecting Indian Local Government in British Columbia.* August 1981.

Union of British Columbia Municipalities. *Indian Issues Forums: A Summary of Oral Presentations.* Richmond, 1987. Includes discussion of local government concerns, especially regarding taxation.

16 SOURCES FOR FURTHER RESEARCH

The following is a list of sources which may be useful for someone wanting to do further research on topics related to local government in Canada. The first section lists newsletters and magazines of interest. The second section lists some general sources, and the third is designed to help people locate government documents; after that, the listing is alphabetical by topic. This section is not comprehensive, but it will give the reader a place to start on many topics.

A. Newsletters and Magazines

"Chapter 290" (Municipal Officers' Association of British Columbia newsletter).

Civic Public Works.

FORUM (Federation of Canadian Municipalities).

Municipal World.

Public Employers of British Columbia News (PEBC *News).*

PIBC News (Planning Institute of British Columbia).

UBCM News (Published by the Union of British Columbia Municipalities).

B. General Sources

Petrelli, Robert and Pierre Dubeau. *Guide Bibliographique en Gestion Municipale.* Montreal: Ecole Nationale d'Administration Publique, Institut National de la Recherche Scientifique, and Universite du Quebec a Montreal, Departement d'Etudes Urbaines, 1987. This work lists far more reference sources than can be given here, and includes entries on various topics related to municipal management from Canada, France, Great Britain and the United States.

Artibise, Alan F.J. and **Paul-Andre Linteau.** *The Evolution of Urban Canada: An Analysis of Approaches and Interpretations.* Report no. 4. Winnipeg: The Institute of Urban Studies, University of Winnipeg, 1984. Discusses many topics, with extensive footnotes and an appendix on sources for research on urban studies.

B.C. Studies. Each issue has a bibliography of recent writings on British Columbia. Picks up many sources which are not listed in the other bibliographies here.

Canadian Magazine Index.

Canadian Periodical Index.

Index to Current Urban Documents.

Sage Urban Studies Abstracts.

PAIS Bulletin. (Public Affairs Information Service).

Urban and Regional References. A very useful Canadian source. The first volume covered 1945 to 1969; there were yearly supplements from 1970 to 1975-76. Ottawa: Canadian Council on Urban and Regional Research.

Two useful bibliographies for anyone interested in particular theoretical approaches to public affairs are:

Drache, Daniel and **Wallace Clement**, eds. *The New Practical Guide to Canadian Political Economy.* Toronto: James Lorimer and Company, Publishers, 1985. This books lists works in the political economy tradition in a wide variety of fields. See especially **Patricia Marchak**, "British Columbia," 111-119, and **Caroline Andrew**, "Urban Politics," 219-226.

Lovrich, Nicholas P. and **Max Neiman.** *Public Choice Theory in Public Administration: An Annotated Bibliography.* New York: Garland, 1984. Primarily American sources.

A useful overview article with an extensive bibliography is:

Sabetti, Filippo. "Reflections on Canadian Urban Governance Research." *Comparative Urban Research* 8, no. 2 (1981): 87-112.

C. Government Documents

Bennett, Judith Antonik. *Royal Commissions and Commissions of Inquiry Under the Public Inquiries Act in British Columbia, 1943-1980: A Checklist.* Victoria: British Columbia Legislative Library, 1982.

Bishop, Olga B. *Canadian Official Publications.* Oxford: Pergamon Press, 1981. About federal government documents.

British Columbia. Legislative Library. *British Columbia Government Publications; Monthly Checklist.* Begins Jan 1970.

Holmes, Marjorie C. *Publications of the Government of British Columbia, 1871-1947.* Victoria: The Provincial Library, 1950.

Holmes, Marjorie C. *Royal Commissions and Commissions of Inquiry Under the "Public Inquires Act" in British Columbia, 1872-1942: A Checklist.* Victoria: King's Printer, 1945.

Maillet, Lise. *Provincial Royal Commissions and Commissions of Inquiry, 1867-1982: A Selective Bibliography.* Ottawa: The National Library of Canada, 1986.

Microlog: Canadian Research Index. Lists selected federal, provincial, and local government documents, and materials from institutions receiving research grants.

Pross, Catherine A. *A Guide to the Identification and Acquisition of Canadian Government Publications: Provinces and Territories.* Occasional Paper no. 16. Halifax: Dalhousie University Libraries and Dalhousie University School of Library Service, 1983.

D. Works on Specific Topics

Business and Industry:

Brown, Barbara E., ed. *Canadian Business and Economics: A Guide to Sources of Information.* (New Edition.) Ottawa: Canadian Library Association, 1984.

Canadian Business Index.

Kent, Duncan. *British Columbia: A Bibliography of Industry, Labour, Resources and Regions for the Social Sciences.* Vancouver, B.C.: B.C. Studies, University of British Columbia Press, 1978.

Citizen Action:

Stinson, Arthur, ed. *Citizen Action: An Annotated Bibliography of Canadian Case Studies.* Ottawa: Community Planning Association of Canada, 1975.

Community Economic Development:

Community Economic Development: An Annotated Bibliography of Selected Resources. Vancouver: CIP Community Initiatives Publications, SPARC (Social Planning and Research Council of B.C.), August 1987.

Education:

Canadian Education Index.

Goulson, Cary F. *A Source Book of Royal Commissions and Other Major Governmental Inquiries in Canadian Education 1787-1978.* Toronto: University of Toronto Press, 1981.

Goulson, Cary F. *A Source Book of Royal Commissions and Other Major Governmental Inquiries in Canadian Education, 1979-1983.* Victoria, B.C.: Faculty of Education, University of Victoria, 1985.

Woodward, Frances M. "History of Education in British Columbia: A Selected Bibliography." In *Schooling and Society in Twentieth Century British Columbia*, ed. **J. Donald Wilson** and **David C. Jones**, 163-190. Calgary: Detselig Enterprises, 1980.

Finance:

Black, A. and **M. Powell.** *Municipal Government and Finance: An Annotated Bibliography.* Ottawa: Central Mortgage and Housing Corporation, 1971.

History:

Artibise, Alan F.J. and **Gilbert A. Stelter.** *Canada's Urban Past: A Bibliography to 1980 and Guide to Canadian Urban Studies.* Vancouver: University of British Columbia Press, 1981. Includes a wide range of topics. Updated annually in the October issue of the *Urban History Review.*

Roy, Patricia E. "British Columbia." In *A Reader's Guide to Canadian History 2: Confederation to the Present,* ed. **J. L. Granatstein** and **Paul Stevens**, 161-186. Toronto: University of Toronto Press, 1982.

Smith, Allan. "The Writing of British Columbia History." *B.C. Studies*, no. 45 (1980): 73-102.

Housing:

Corke, S. E. *A Selected, Annotated Bibliography of Canadian Housing Research, 1970-1979.* Toronto: Centre for Urban and Community Studies, University of Toronto, 1980.

Indian Policy/Native Issues:

Madill, D. *Select Annotated Bibliography on British Columbia Indian Policy and Land Claims.* Treaties and Historical Research Centre, Research Branch, Corporate Policy, Department of Indian and Northern Affairs Canada, December 1982. Ottawa, 1982.

Peters, Evelyn J. *Aboriginal Self-Government in Canada: A Bibliography, 1986.* Kingston, Ont.: Institute of Intergovernmental Relations, Queen's University, 1986.

Surtees, Robert J. *Canadian Indian Policy: A Critical Bibliography.* American Indian Bibliography series. Bloomington: Indiana University Press, 1982.

Irrigation:

Wilson, K. W. and **K. Draper.** *Bibliography of Okanagan Irrigation.* Kelowna, B.C.: Kelowna Museum Association, 1983.

Libraries:

Palmer, Joseph. "Where to Find Information on Canadian Librarianship." *Canadian Library Journal* 44 (June 1987): 173-179.

Planning:

Cooper, Ian and **J. David Hulchanski.** *Canadian Town Planning, 1900-1930: A Historical Bibliography.* Vol. 1, Planning; vol. 2, Housing; Vol. 3, Public Health. Toronto: Centre for Urban and Community Studies, University of Toronto, 1978.

Hodge, Gerald. *Planning Canadian Communities: An Introduction to the Principles, Practice and Participants.* Toronto: Metheun, 1986. See "Bibliography: A Guide to Further Study and Action," 369-377.

Theses Related to Planning, 1950-1982. Vancouver: University of British Columbia Library (Fine Arts Division), 1982. See also Supplement, 1983-85.

Public Administration:

Grasham, W. E. and **Germaine Julien**, compilers. *Canadian Public Administration Bibliography.* Toronto: The Institute of Public Administration of Canada, 1972. See also the four supplements.

Recreation:

British Columbia. Recreation and Sport Branch. *Community Recreation Bibliography.* Victoria, 1981.

Rural B.C.:

Goard, Dean S. and **Gary Dickinson.** *A Bibliography of Social and Economic Research Pertaining to Rural British Columbia.* Canada Land Inventory Project no. 49015. Ottawa: Department of Regional Economic Expansion, 1971.

Single Industry Towns:

Knight, Rolf. *Work Camps and Company Towns in Canada and the U.S.: A Working Bibliography. Vancouver: New Star Books, 1975.*

MacGibbon, Diana. *Towns, Wheels or Wings? For Resource Development: An Annotated Bibliography.* Prepared for the Western Resources Program of the Institute for Research on Public Policy, Feb. 1986. Victoria: The Institute, 1986.

Maguire, Robert K. *Socio-Economic Factors Pertaining to Single Industry Resource Towns in Canada: A Bibliography with Selected Annotations.* Chicago: Council of Planning Librarians, 1980.

Pressman, Norman E. P. "Selected Bibliography." In *New Communities in Canada: Exploring Planned Environments*, ed. **Norman E. P. Pressman**, 349-363. Waterloo, Ontario: Faculty of Environmental Studies, University of Waterloo, 1976. A special issue of CONTACT.

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